

# **Health and Human Services -**

*Department of Mental Health*

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# **Human Services Special Study FY 2006**

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Volume 3: Department of Mental Health

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## Introduction

As part of the FY 2006 Budget Submission Requirements legislation of 2005, the Department of Mental Health (DMH) is required to provide the following information by activity, as defined in the DMH performance based budget framework:

1. Number of employees and proportion of employees who provide direct service to District residents (*Subtitle E. Section 1042. (b) (1)*).
2. Number of employees and proportion of employees who provide administrative support and management oversight (*Subtitle E. Section 1042. (b) (1)*).
3. Total compensation devoted respectively to direct services and to administrative support and management oversight (*Subtitle E. Section 1042. (b) (1)*).
4. Number of District residents who receive benefits or services (*Subtitle E. Section 1042. (b) (2)*).
5. Whether or not benefits and services associated with the activity are provided directly by District employees or by a District government contractor (*Subtitle E. Section 1042. (b) (2)*).
6. Cost per beneficiary of services (*Subtitle E. Section 1042. (b) (2)*).
7. Comparable data for surrounding jurisdictions and urban areas of similar size (*Subtitle E. Section 1042. (b) (2)*).

To compile this information, the Office of Budget and Planning (OBP) distributed a data request to provide the following information for each activity in the DMH performance based budget framework:

1. Activity Description
2. Brief Description of How Activity Funds are Spent
3. Performance Measures (as defined in the agency's Strategic Business Plan) including Results, Outputs, Demands, and Efficiencies.
4. FTE's for FY 2004-FY 2006
5. Financial Data for FY 2004-FY 2006
6. Span of Control data for FY 2006, providing a breakout of employees by management, direct service, and administrative support.
7. Benchmark Performance Measures

This report summarizes the data provided by DMH to OBP and addresses the requirements of the legislation summarized above. For each program and activity reported by DMH, the report analyzes data according to six themes:

1. **Employees** describes the distribution of positions by management, direct service, and administrative support, using Span of Control data to address the first two requirements of the legislation.

2. **Compensation** describes Total Personal Services (salaries and benefits) expenditures and FTEs, using FTE and Financial Data to partially address the third requirement of the legislation. The requested breakout by management, direct service, and administrative support is not available from the Department at this time.
3. **Expenditures** describes the distribution of expenses by Total Personal Services, Contracts, and Other Non-Personal Services, using Financial Data to address the fifth requirement of the legislation.
4. **Beneficiaries and Services** describes program/activity Outputs using the Performance Measures data to address the fourth requirement of the legislation.
5. **Benchmarks** describes comparisons between the District of Columbia and other jurisdictions using the Benchmark Performance Measures data to address the seventh requirement of the legislation.

DMH information regarding unit costs is not available at this time. Also, as noted in the Program and Activity Analysis section (below), other data are not available for all programs and activities. For example, the District has not previously required the reporting of Efficiency Measures and has phased in the reporting of Result, Output and Demand Measures over time. And in some cases, data are not available to address all of the requirements of the legislation. If one of the above theme headings does not appear in the report for a specific activity, it is because the data was unavailable.

The remainder of this report includes the following sections:

- **Department Overview** describes DMH basic functions, mission, programs and activities.
- **Program and Activity Analysis** analyzes data provided by DMH for FYs 2004 actual budget, 2005 revised budget and 2006 proposed budget.
- **Conclusions** summarizes the analysis and provides observations and recommendations for improving future information and analysis.

## **Department of Mental Health Overview**

The Department of Mental Health (DMH) was established as a Cabinet-level department in 2001. The agency provides comprehensive mental health services to adults, children, youths, and their families. DMH also evaluates and treats individuals referred through the criminal justice system. DMH's structure and operations are detailed in the "Final Court-Ordered Plan," March 28, 2001, and the "Mental Health Service Delivery Reform Act of 2001."

DMH serves more than 7,500 people annually through the DMH Community Services Agency and other community-based mental health service providers under contract to the agency. Inpatient services, whether acute, long-term, or forensic, are provided at St. Elizabeth's Hospital. The DMH Community Services Agency provides routine, urgent, and emergency mental health rehabilitation services at mental health centers in Northeast, Northwest, and Southeast Washington.

DMH's vision is to provide a dynamic, innovative, outcome-oriented mental health system for the residents of the District of Columbia, while maximizing consumer choice, offering flexible and responsive services, and partnering with competent mental health providers committed to providing quality care.

### **Mission**

The Mission of the Department of Mental Health is to develop, support and oversee a comprehensive, community-based, consumer driven, culturally competent, quality mental health system that is responsive and accessible to children/youth, adults, and their families; that leverages continuous positive change through its ability to learn and to partner; and that ensures that all providers supported through this system implement services that are accountable to consumers and include active recovery models.

### **Programs and Activities**

The Programs and Activities provided for FY 2004 – FY 2006 are in the following table.

## FY 2004 – FY 2006 DMH Programs and Activities

<b>Programs</b>	<b>Activities</b>
<b>Strategic Program Management Service Delivery System</b>	<ul style="list-style-type: none"> <li>• Leadership, Planning and Policy Development</li> <li>• Service Design and Implementation</li> <li>• Community Awareness and Consumer Access</li> </ul>
<b>Facilities and Support Management</b>	<ul style="list-style-type: none"> <li>• Security and Safety</li> <li>• Housekeeping</li> <li>• Engineering and Maintenance</li> <li>• Transportation and Grounds</li> <li>• Nutritional Services</li> <li>• Materials Management</li> </ul>
<b>Direct Community Services</b>	<ul style="list-style-type: none"> <li>• Community Mental Health Services</li> <li>• Crisis and Emergency Services</li> </ul>
<b>Program and Clinical Support</b>	<ul style="list-style-type: none"> <li>• Medication and Medical Support</li> </ul>
<b>Performance Improvement and Compliance</b>	<ul style="list-style-type: none"> <li>• Performance Improvement</li> <li>• Quality Improvement and Compliance</li> </ul>
<b>Direct Patient Care Services</b>	<ul style="list-style-type: none"> <li>• Active Treatment</li> <li>• Medical Services</li> <li>• Psychiatric Services</li> </ul>
<b>Legally Mandated Services</b> <data unavailable for this section>	<ul style="list-style-type: none"> <li>• Court Ordered Stakeholder Services</li> <li>• Legal Mandates</li> </ul>
<b>Agency Management</b>	<ul style="list-style-type: none"> <li>• Personnel</li> <li>• Training &amp; Employee Development</li> <li>• Labor Relations</li> <li>• Contracting and Procurement</li> <li>• Property Management</li> <li>• Information Technology</li> <li>• Financial Management</li> <li>• Risk Management</li> <li>• Legal Services</li> <li>• Fleet Management</li> <li>• Communications</li> <li>• Customer Service</li> <li>• Performance Management</li> </ul>
<b>Financial Operations</b>	<ul style="list-style-type: none"> <li>• Budget Operations</li> <li>• Accounting Operations</li> <li>• Fiscal Officer</li> </ul>

A summary of expenditures and employees for each Program and Activity is in the following table.



**TOTAL EXPENDITURES AND FULL TIME EQUIVALENT EMPLOYEES BY PROGRAM AND ACTIVITY**

*FY2004 ACTUAL AND FY2005-FY2006 BUDGET*

Program/Activity	Total Expenditures (\$000's)			Average Annual % Change	Full Time Equivalent Employees			Average Annual % Change
	FY2004 Actual	FY2005 Budget	FY2006 Budget		FY2004 Actual	FY2005 Budget	FY2006 Budget	
<b>Strategic Management</b>	<b>\$9,918</b>	<b>\$3,991</b>	<b>\$3,406</b>	<b>-32.8%</b>	<b>31</b>	<b>34</b>	<b>31</b>	<b>0.0%</b>
Leadership, Plan & Policy Development	\$9,918	\$3,991	\$3,406	-32.8%	31	34	31	0.0%
<b>Service Delivery</b>	<b>\$11,185</b>	<b>\$15,478</b>	<b>\$12,586</b>	<b>6.3%</b>	<b>94</b>	<b>119</b>	<b>120</b>	<b>14.0%</b>
Service Design & Implementation	\$10,736	\$15,087	\$11,504	3.6%	90	115	116	14.6%
Community Awareness and Consumer Access	\$449	\$391	\$1,082	70.6%	4	4	4	0.0%
<b>Facility &amp; Support Management</b>	<b>\$15,006</b>	<b>\$16,146</b>	<b>\$20,294</b>	<b>17.6%</b>	<b>179</b>	<b>191</b>	<b>180</b>	<b>0.3%</b>
Security & Safety	\$1,254	\$1,484	\$3,203	77.7%	15	16	15	0.0%
Housekeeping	\$2,230	\$2,276	\$2,112	-2.6%	62	67	61	-0.8%
Engineering & Maintenance	\$2,285	\$1,843	\$2,441	3.4%	30	31	29	-1.7%
Transportation & Grounds	\$4,712	\$6,557	\$7,624	30.9%	3	7	4	16.7%
Nutrition Services	\$3,784	\$3,074	\$3,918	1.8%	53	55	56	2.8%
Material Management	\$740	\$912	\$996	17.3%	16	15	15	-3.1%
<b>Direct Community Services</b>	<b>\$107,993</b>	<b>\$94,763</b>	<b>\$107,302</b>	<b>-0.3%</b>	<b>370</b>	<b>410</b>	<b>298</b>	<b>-9.7%</b>
Community Mental Health Services	\$104,444	\$91,299	\$101,854	-1.2%	331	366	237	-14.2%
Crisis & Emergency Services	\$3,549	\$3,464	\$5,447	26.7%	39	44	61	28.6%
<b>Program &amp; Clinical Support</b>	<b>\$2,148</b>	<b>\$2,584</b>	<b>\$4,599</b>	<b>57.0%</b>	<b>39</b>	<b>43</b>	<b>33</b>	<b>-7.8%</b>
Medication & Medical Support	\$2,148	\$2,584	\$4,599	57.0%	39	43	33	-7.8%
<b>Direct Patient Care</b>	<b>\$55,394</b>	<b>\$51,125</b>	<b>\$48,903</b>	<b>-5.9%</b>	<b>687</b>	<b>705</b>	<b>590</b>	<b>-7.1%</b>
Active Treatment	\$44,564	\$36,466	\$36,688	-8.8%	583	588	481	-8.8%
Medical Services	\$6,305	\$9,192	\$6,838	4.2%	66	78	63	-2.3%
Psychiatric Services	\$4,525	\$5,466	\$5,378	9.4%	39	39	47	10.3%
<b>Performance Improvement and Compliance</b>	<b>\$2,087</b>	<b>\$3,440</b>	<b>\$3,047</b>	<b>23.0%</b>	<b>22</b>	<b>34</b>	<b>32</b>	<b>22.7%</b>
Performance Improvement	\$927	\$1,066	\$170	-40.8%	11	12	2	-40.9%
Quality Improvement and Compliance	\$1,159	\$2,374	\$2,877	74.1%	11	22	30	86.4%
<b>Agency Management</b>	<b>\$16,581</b>	<b>\$19,255</b>	<b>\$20,546</b>	<b>12.0%</b>	<b>160</b>	<b>153</b>	<b>188</b>	<b>9.0%</b>
Personnel	\$1,087	\$1,377	\$1,423	15.5%	14	16	16	7.4%
Training & Employee Development	\$1,059	\$1,310	\$1,448	18.4%	11	12	13	7.3%
Labor & Employment	\$407	\$418	\$424	2.1%	5	5	5	0.0%
Contract & Procurement	\$697	\$739	\$707	0.7%	9	9	9	0.0%
Property Management	\$3,555	\$2,865	\$3,341	-3.0%	2	2	2	0.0%
Information Technology	\$5,043	\$6,165	\$6,786	17.3%	28	29	41	23.2%
Financial Management	\$2,671	\$3,015	\$3,288	11.5%	56	45	68	10.7%
Risk Management	\$186	\$243	\$224	10.2%	2	2	2	0.0%
Legal Services	\$180	\$693	\$854	187.8%	4	3	4	0.0%
Fleet Management	\$1,126	\$1,711	\$1,666	24.0%	21	22	21	0.0%
Communications	\$186	\$274	\$326	37.6%	6	6	8	16.7%
Customer Services	\$386	\$341	\$60	-42.2%	2	2	0	-50.0%
Performance Management	\$0	\$104	\$0	-100.0%	0	1	0	-100.0%
<b>DMH Financial Operations</b>	<b>\$0</b>	<b>\$1,723</b>	<b>\$1,723</b>	<b>0.0%</b>	<b>0</b>	<b>16</b>	<b>18</b>	<b>12.5%</b>
DMH Budget Operations	\$0	\$463	\$1,026	121.5%	0	4	6	50.0%
DMH Accounting Operations	\$0	\$762	\$697	-8.5%	0	10	12	20.0%
DMH Fiscal Officer	\$0	\$498	\$0	-100.0%	0	2	0	-100.0%
<b>DEPARTMENT TOTAL</b>	<b>\$220,312</b>	<b>\$208,506</b>	<b>\$222,408</b>	<b>0.5%</b>	<b>1,581</b>	<b>1,704</b>	<b>1,490</b>	<b>-2.9%</b>

## Program and Activity Analysis

To address some of the requirements of the FY 2006 Budget Submission Requirements, Subtitle E, FY 2004 to FY 2006 DMH data are analyzed using the following categories for each program and activity:

- **Employees** shows Span of Control data (numbers of management, direct service providers and administration) for FY 2006.
- **Compensation** shows Total Personal Service expenditures and FTEs for FY 2004 to FY 2006.
- **Expenditures** shows the distribution of total expenditures by Personal Services (PS), Contracts, and Other Non-Personal Services (NPS) for FY 2004 to FY 2006.
- **Beneficiaries and Services** shows the Output Performance Measure data for FY 2004 and FY 2005. In general, DMH did not provide this information.
- **Benchmarks:** shows comparisons between the District of Columbia and other jurisdictions using the benchmark performance measures data. In general, DMH did not provide this information.

At this time, data are not available to address the following:

- **Unit Costs:** To date, departments have not been required to report Efficiency Measures. Consequently, data on cost per beneficiary or cost per unit of service are not available.

The remainder of this section analyzes data provided by DMH for each of its programs.

## Strategic Management Services

The purpose of the Strategic Management Services Program is to provide planning, policy development and mental health system design for DC to create a comprehensive and responsive system of mental care. The program primarily supports the Citywide Strategic Priority area of Making Government Work.

The Strategic Management Services Program is made up of one (1) Activity. A Summary Table of Expenditures and FTEs follows for the Program and its Activity. Data analysis of the Activity follows the Summary Table.

TOTAL EXPENDITURES (000's) AND FULL TIME EQUIVALENT EMPLOYEES BY PROGRAM AND ACTIVITY <i>FY2004 ACTUAL, FY2005 REVISED BUDGET, AND FY2006 PROPOSED BUDGET</i>				
Department of Mental Health		FY 2004 Actual	FY 2005 Revised	FY 2006 Proposed
<b>Strategic Management</b>	<b>Total Expenditures</b>	<b>\$9,918</b>	<b>\$3,991</b>	<b>\$3,406</b>
	<b>Total FTEs</b>	<b>31</b>	<b>34</b>	<b>31</b>
Leadership, Plan & Policy Development	Total Expenditures	\$9,918	\$3,991	\$3,406
	Total FTEs	31	34	31

### Leadership, Planning and Policy Development Activity

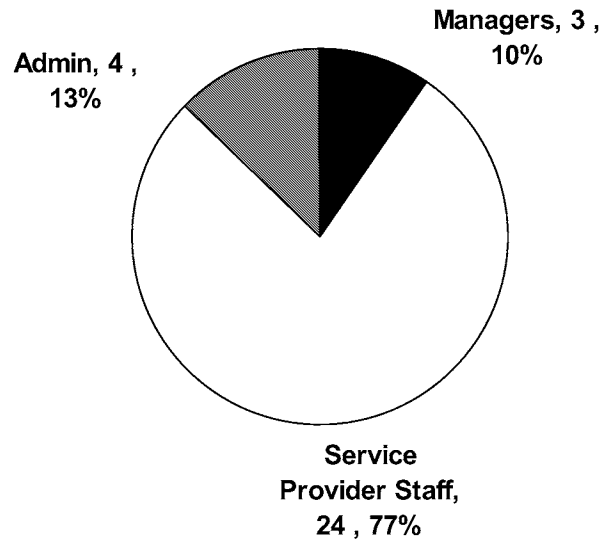
The purpose of the Leadership, Planning and Policy Development Activity is to provide planning, policy development and mental health system design for DC to create a comprehensive and responsive system of mental health care.

Total Expenditures (\$000's) and FTEs		FY 2004 Actual	FY 2005 Revised	FY 2006 Proposed
Leadership, Plan & Policy Development	Total Expenditures	\$9,918	\$3,991	\$3,406
	Total FTEs	31	34	31

### Employees

Seventy-seven percent (77%, 24) of the employees in this program are Service Provider staff. There are four (4, 13%) employees that are Administrative Support staff and three (3, 10%) that are Managers.

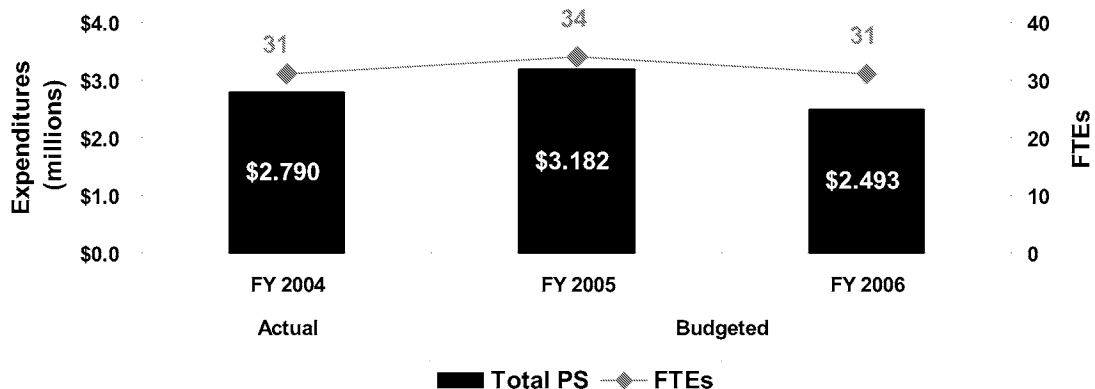
**Positions by Span of Control, FY2006**  
(Category, Number, Percent)



### Compensation

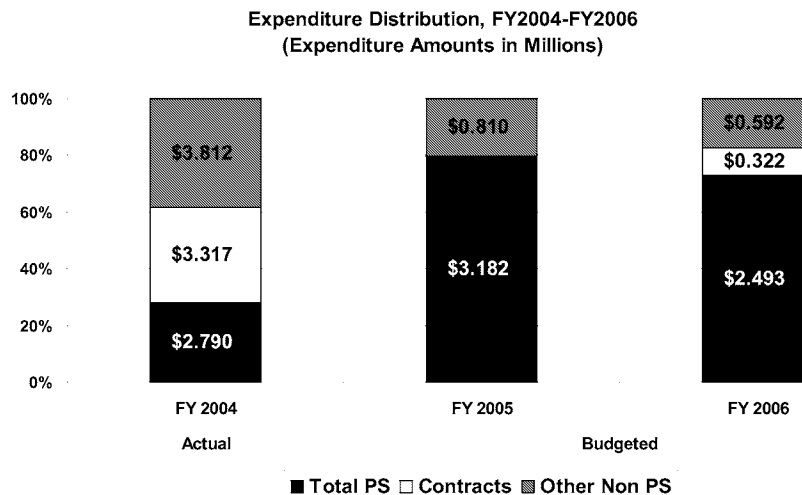
Personal Service expenditures were approximately \$2.8 million in FY 2004. In FY 2005, the Personal Services budget increased by approximately 14% (to \$3.2 million), as did FTEs, which increased from 31 in FY 2004 to 34 budgeted for FY 2005. In FY 2006 however, the Personal Services budget decreased by approximately 22% (to \$2.5 million), while FTEs dropped to 31. The overall change in Personal Services budget between FY 2004 and FY 2006 was an 11% decrease; overall FTE count did not change.

**Personal Service Expenditures and FTEs, FY2004-FY2006**



## Expenditures (FY 2004 Actual and FY 2005 – FY 2006 Budgeted)

Contract expenditures fluctuate across the time period, representing approximately 33% (\$3.3 million) of actual expenditures in FY 2004, zero percent (0%) in FY 2005 and nine percent (9%, approximately \$322,000) in FY 2006. Other Non Personal Services expenditures are decreasing across the three-year period, accounting for 38% (approximately \$3.8 million) in FY 2004, 20% (approximately \$810,000) in FY 2005 and 17% in FY 2006 (approximately \$592,000).



## Service Delivery System

The Service Delivery System Program primarily supports the Citywide Strategic Priority area of *Making Government Work*. The purpose of the program is to provide the design, development and communication of mental health services to enable access to services that support recovery and resilience. There are two activities summarized in this analysis: Service Design and Implementation and Community Awareness and Consumer Access.

The Service Delivery System Program is made up of two (2) Activities. A Summary Table of Expenditures and FTEs follows for the Program and its Activities. Data analysis of each Activity follows the Summary Table.

TOTAL EXPENDITURES (000's) AND FULL TIME EQUIVALENT EMPLOYEES BY PROGRAM AND ACTIVITY <i>FY2004 ACTUAL, FY2005 REVISED BUDGET, AND FY2006 PROPOSED BUDGET</i>				
Department of Mental Health		FY 2004 Actual	FY 2005 Revised	FY 2006 Proposed
Service Delivery	Total Expenditures	\$11,185	\$15,478	\$12,586
	Total FTEs	94	119	120
Service Design & Implementation	Expenditures	\$10,736	\$15,087	\$11,504
	FTEs	90	115	116
Consumer & Family Affairs	Expenditures	\$449	\$391	\$1,082
	FTEs	4	4	4

### Service Design and Implementation Activity

The Service Design and Implementation Activity provides for the design of mental health services and support for children, youth, families and special populations so they can maximize their ability to lead productive lives.

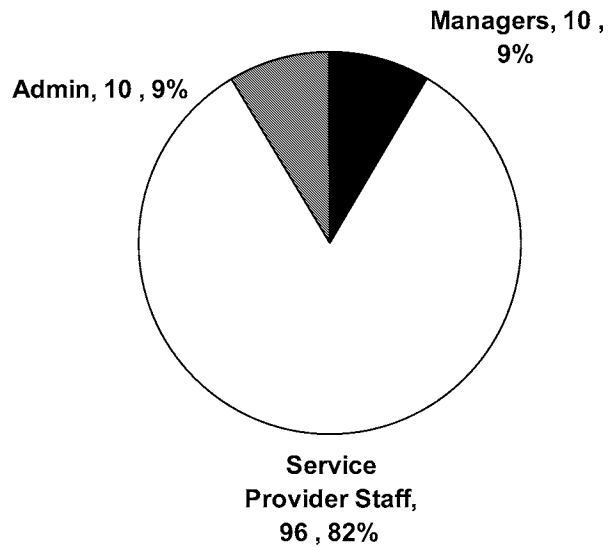
These services include supportive employment services, child residential services, continuity of care and housing support, linkages to health care and other support activities.

Total Expenditures (\$000's) and FTEs		FY 2004 Actual	FY 2005 Revised	FY 2006 Proposed
Service Design & Implementation	Expenditures	\$10,736	\$15,087	\$11,504
	FTEs	90	115	116

### Employees

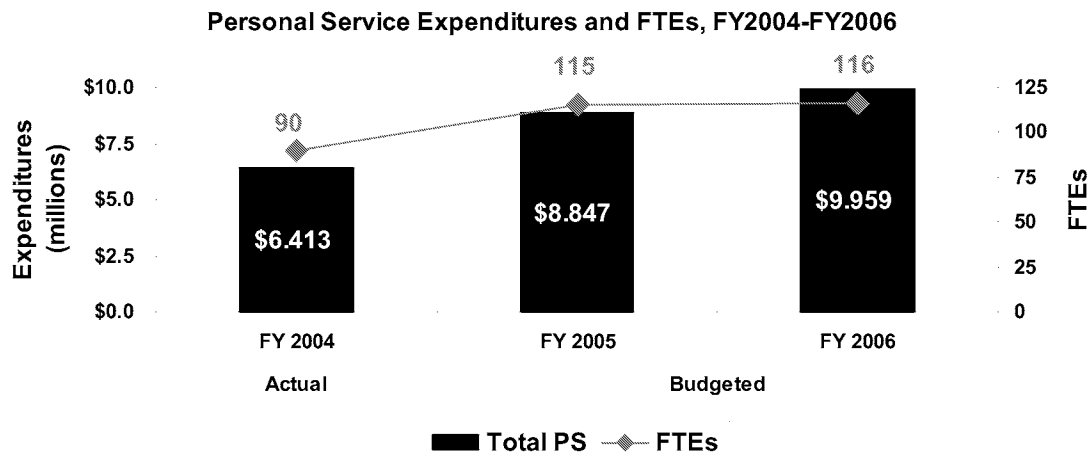
Eighty-two percent (82%, 96) of the employees in this activity are Service Provider staff. There are ten (10, 9%) employees that are Administrative Support staff and ten (10, 9%) that are Managers.

**Positions by Span of Control, FY2006  
(Category, Number, Percent)**



**Compensation**

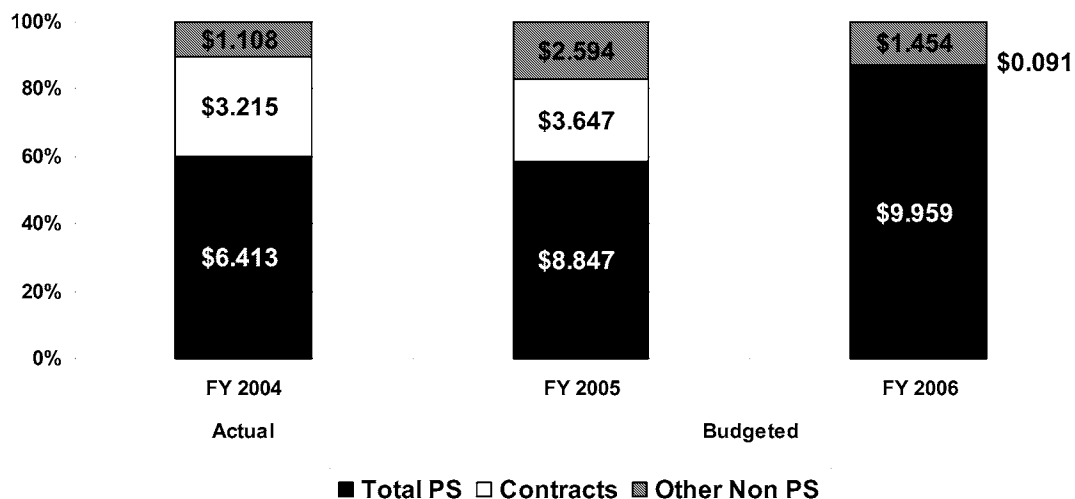
Personal Service expenditures were approximately \$6.4 million in FY 2004. In FY 2005, the Personal Services budget increased by to \$8.8 million, as did FTEs, which increased from 90 in FY 2004 to 115 budgeted for FY 2005. In FY 2006, the Personal Services budget continued to increase to almost \$10 million, while FTEs increased to 116.



## Expenditures (FY 2004 Actual and FY 2005 – FY 2006 Budgeted)

Contract expenditures fluctuate across the time period, representing approximately 25% (\$3.2 million) of actual expenditures in FY 2004, 22% in FY 2005 and less than one percent (1%, approximately \$91,000) in FY 2006. The largest component of the activity budget throughout the same period is Personal Services (Total PS), growing to almost 95% of the FY 2006 budget.

**Expenditure Distribution, FY2004-FY2006**  
(Expenditure Amounts in Millions)



## Community Awareness and Consumer Access Activity

The purpose of the Community Awareness and Consumer Access activity is to provide information, support, and linkages to all so that they can access services to support their recovery, resiliency, and reintegration.

The services include ACCESS Help Line services, eligibility determination and enrollments, consumer rights protection, provider relations, workshops and educational services.

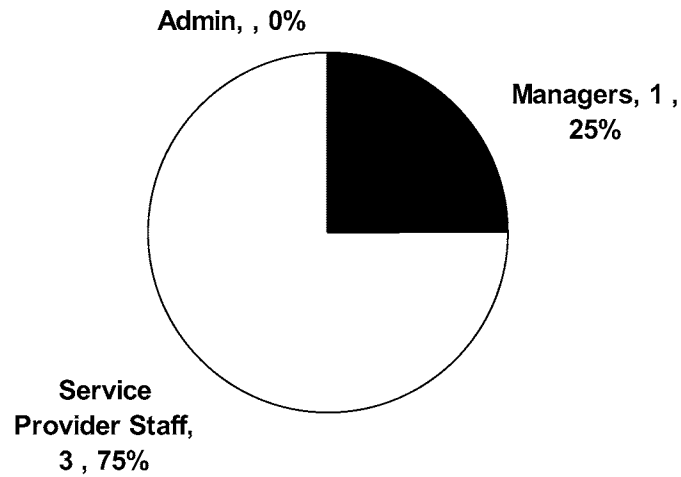
Total Expenditures (\$000's) and FTEs		FY 2004 Actual	FY 2005 Revised	FY 2006 Proposed
Community Awareness and Consumer Access	Expenditures	\$449	\$391	\$1,082
	FTEs	4	4	4

## Employees

Seventy-five percent (75%, 3) of the employees in this activity are Service Provider staff. The remaining 25% of employees (one) is a Manager.



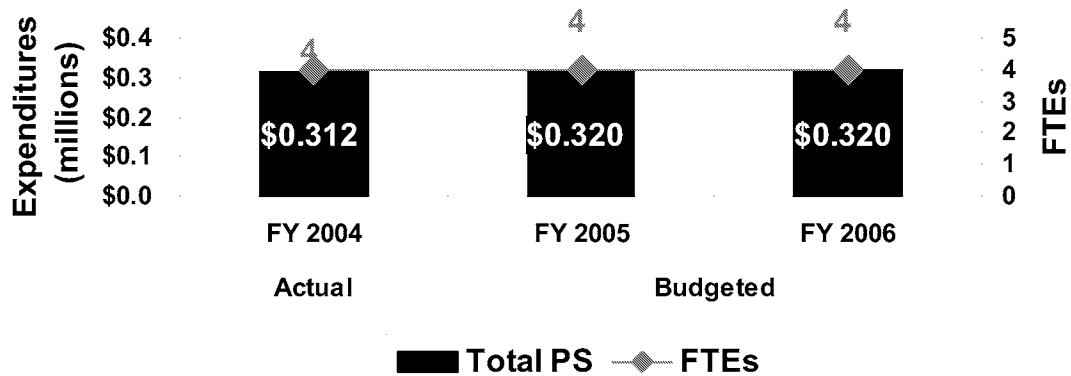
**Positions by Span of Control, FY2006**  
(Category, Number, Percent)



**Compensation**

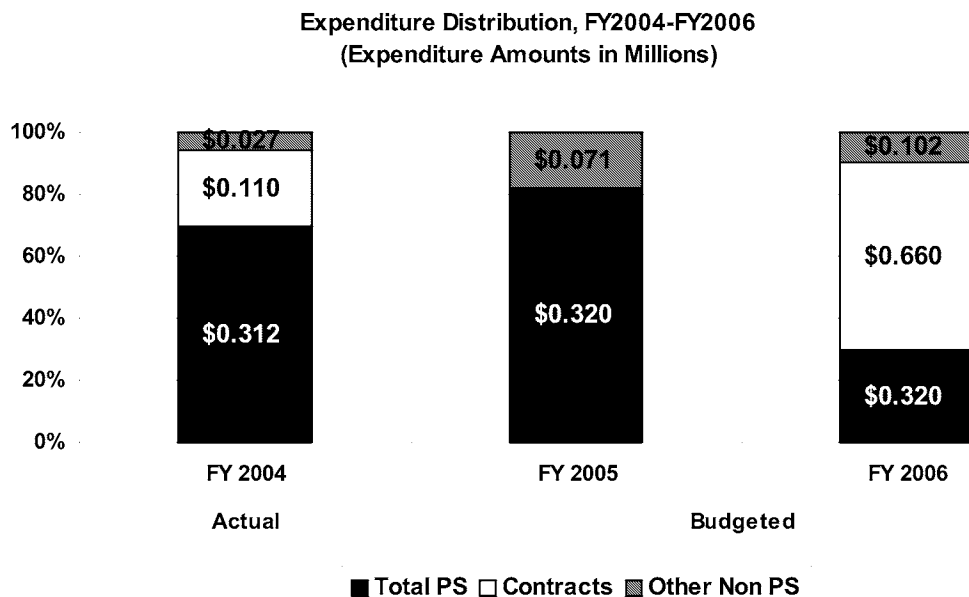
Personal Service expenditures were approximately \$312,000 in FY 2004. For both FY 2005 and FY 2006, the Personal Services budget is \$320,000. The FTEs across the period remained constant at 4.

**Personal Service Expenditures and FTEs, FY2004-FY2006**



Expenditures (FY 2004 Actual and FY 2005 – FY 2006 Budgeted)

Contract expenditures fluctuate across the time period, representing approximately 24% (\$110,000) of actual expenditures in FY 2004, 0% in FY 2005 and 61%, (\$659,502) in FY 2006.



## Facilities and Support Management

The purpose of the Facilities and Support Management Program is to provide housekeeping, building maintenance, and nutritional services, a clean, safe and healthy hospital environment for patients, families and employees so they can receive quality care. The program primarily supports the Citywide Strategic Priority area of *Making Government Work*. There are six activities summarized in this analysis: Security and Safety, Housekeeping, Engineering and Maintenance, Transportation and Grounds, Nutritional Services, and Materials Management.

The Facilities and Support Management Program is made up of six (6) Activities. A Summary Table of Expenditures and FTEs follows for the Program and its Activities. Data analysis of each Activity follows the Summary Table.